



## Early Journal Content on JSTOR, Free to Anyone in the World

This article is one of nearly 500,000 scholarly works digitized and made freely available to everyone in the world by JSTOR.

Known as the Early Journal Content, this set of works include research articles, news, letters, and other writings published in more than 200 of the oldest leading academic journals. The works date from the mid-seventeenth to the early twentieth centuries.

We encourage people to read and share the Early Journal Content openly and to tell others that this resource exists. People may post this content online or redistribute in any way for non-commercial purposes.

Read more about Early Journal Content at <http://about.jstor.org/participate-jstor/individuals/early-journal-content>.

JSTOR is a digital library of academic journals, books, and primary source objects. JSTOR helps people discover, use, and build upon a wide range of content through a powerful research and teaching platform, and preserves this content for future generations. JSTOR is part of ITHAKA, a not-for-profit organization that also includes Ithaka S+R and Portico. For more information about JSTOR, please contact [support@jstor.org](mailto:support@jstor.org).

York charter, is composed of the mayor, the corporation counsel, the president of the board of taxes and assessments, the city comptroller and the president of the council. Of these five members only the last two are elected by the people, the mayor appointing the corporation counsel and president of the board of taxes and assessments. Thus the mayor, with his appointees, controls the majority of this board.

The municipal council can only reduce the appropriations of the board of estimate and apportionment and such reductions are subject to the veto power of the mayor. In order to override this veto the council must pass such reductions by a five-sixths vote. This tendency toward the concentration of financial powers in the mayor is but one of the many important phases of the municipal problem with which the author deals. A series of monographs such as that by Dr. Durand will give us material for a thorough re-organization of the finance departments of our municipalities.

L. S. ROWE.

---

*Municipal History and Present Organization of Chicago.* By SAMUEL E. SPARLING, Ph. D. Bulletin of the University of Wisconsin. Pp. 188. Price, 75 cents. Madison, 1898.

The history of Chicago affords a typical illustration of the difficulties arising from the rapid development of American cities. Chicago's growth in population and commercial importance has been unusually rapid. From a mere hamlet in 1830, its numbers grew to 4,000 in 1840, 60,000 in 1851 and 300,000 in 1870. Its municipal institutions necessarily changed with the changes in the number and importance of the functions to be performed. The town board of the thirties became the council of later days; the presiding officer of the village board became the mayor of the city, elected by popular suffrage; the board committees grew into the council committees of greater number, these in turn into executive departments.

In the early days the board of trustees was the "central fact;" the mayor was merely a presiding officer. As the administrative functions of the governing body increased, more and more power was given to the executive officials. Checks were introduced to prevent unwise legislation. The mayor was given a veto in 1851. Until this time the council had been "supreme in final authority." "The omnipotence of the common council passed with the charter of 1851." "Historically, executive concentration and administrative control have begun with the financial administration, and

Chicago offers no exception to this generalization." The period from 1851 to 1872 was one of legislative and executive differentiation. Numerous administrative departments were organized under the board type, although it was beginning to be evident that in the departments also there must be concentration of power and concentration of responsibility.

In 1872, Chicago organized under the general act of that year, and this change marked the end of special legislation. Chicago settled down to a solution of its own problems without continual recourse to the state legislature. The special legislation of the previous twenty years had practically been formulated by Chicago interests; it does not appear that the constitutional prohibition against special legislation affected Chicago favorably or unfavorably. The author failed to bring out the relevancy of some of the generalizations as to special legislation. Chicago being the only city of its class, the power yet remains with the legislature to legislate directly for that city, as recent events have only too clearly demonstrated. The present organization of the city is discussed at length in Chapters VII-XVI. In general there is little difference between the methods of organization in Chicago and other cities. "The council holds taut the purse-strings," ratifies executive appointments and shares executive patronage. The mayor has gradually increased in power; his veto may be overcome by a two-thirds vote of the council. The tendency is toward executive concentration as in other cities. That which is peculiar to Chicago is the existence of the town-county organization, dating from 1848. "The county is the principal unit in the local system, while the township performs important functions under the county supervision." "In the town machinery centre the sources of the weakness and abuses prevailing in the administration of the finances of Chicago." The park administration is independent. The governor has appointed the boards; future boards are to be elected by the people. This peculiar organization is a "wheel within a wheel," having taxing and police powers independent of the municipality.

In Chapter XVII the author discusses the "Reconstruction of Municipal Chicago." Chicago possesses too much government. Central administrative control is necessary to remedy the disorganized condition of local finances. Another pressing need is that of the consolidation and simplification of the independent administrative authorities operating within the municipal area. There should be a single board of assessors for county and city; the ward system of representation should be eliminated. The mayor should be made responsible to the council; the heads of departments would then emanate from the

council and would assume the dignity of a cabinet, with powers of debate in the council. The board system should prevail. There should be "longer tenure of the heads of the departments upon a basis of especial fitness and training," and the practical interest of the citizens should be enlisted by the establishment of unpaid municipal offices.

W. H. ALLEN.

*Philadelphia.*

---

*Economics.* By EDWARD THOMAS DEVINE, Ph. D. Pp. viii, 404. Price, \$1.00. New York and London: The Macmillan Company, 1898.

To be acceptable at the present time a text-book must be not only accurate but interesting. It is this requirement quite as much as the undeveloped state of the science that has retarded the introduction of economics into the curricula of secondary schools. How to make economics interesting to a degree at all commensurate with its importance is also the problem of the day in colleges and universities. In the book under review Dr. Devine has attempted, with no little success, to solve this problem by excluding from his treatment the greater portion of the material usually presented in text-books on economics and by putting in its place the results of the most recent discussion bearing upon the causes of social well-being and progress. Of the seventeen chapters into which the work is divided, only one, the "Restatement of Familiar Principles" (XV), borrows largely from the older authors. All the others derive their material from the original writings of such men as Clark, Gide, Marshall, and, above all, Patten.

The central thought in the book is that the causes of economic institutions and of economic progress are to be sought in man himself. Man is, in a sense, the product of his environment, but it is equally true that the effective environment at any one time is the product of man. Upon his intelligence and conscious choices depends the use that he makes of the forces with which the universe is charged. Increase in knowledge and self-control increases his mastery over nature, and upon this social well-being depends. In enlarging upon this thought, the author makes consumption prominent as the directing motive of economic activity. A "wiser choice of commodities" and "a more intelligent use of them" are mentioned as two of the three important ways in which general prosperity may be promoted.